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STATE OF IDAHO HOMELAND SECURITY EXERCISE AND EVALUATION PROGRAM



Three-Year Exercise Plan

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FOREWORD

In response to the 1995 bombing of the Murrah Federal Building in Oklahoma City, Congress directed the U.S. Department of Justice (DOJ) Office of Justice Programs (OJP) to develop and administer a program to enhance the capacity of States and local jurisdictions to prevent or respond to terrorist incidents involving the use of weapons of mass destruction (WMD). These weapons include chemical and biological agents and radiological, nuclear, and explosive (CBRNE) devices. The Office for Domestic Preparedness (ODP) was established within OJP in 1998 to develop and administer a national State Homeland Security Strategy. On March 1, 2003, ODP transitioned to the United States Department of Homeland Security (USDHS).

The programs administered by ODP support congressional mandates and implementation of the strategic objectives defined in the *National Strategy for Homeland Security*, which are to: prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur. ODP's mission, as described in the Homeland Security Act of 2002, is to develop and implement a national program to enhance the capacity of State and local governments to prevent and respond to WMD terrorism in the United States. This mission is achieved through a fully integrated program of assistance to State and local emergency responders for specialized equipment, a robust training program, technical assistance, and exercise support.

To provide effective exercise program support and guidance, ODP is developing the Homeland Security Exercise and Evaluation Program (HSEEP), which will serve as a national model built for implementation at the State and local levels. ODP is committed, under the HSEEP Doctrine, to the implementation of threat- and performance-based exercise program that includes a cycle, mix, and range of exercise activities of varying degrees of complexity and interaction. Exercises will assess performance of homeland security tasks under specified conditions and against objectively verifiable performance standards based on an analytical review and will be followed by the strategic and operational application of results. ODP will develop a set of scenarios and exercise performance measures to assist States and local jurisdictions with implementation of an exercise program that meets this challenge.

Homeland security is a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur. – *National Strategy for Homeland Security*

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Idaho Three-Year Exercise Plan

I. INTRODUCTION

The State of Idaho possesses critical infrastructure and key assets of national, social, and economic interest, which may serve as potential terrorist targets. Its geographic location as an international boarder state and its transportation corridor between the Salt Lake City metropolitan area and the Portland/Seattle metropolitan areas, coupled with its high annual levels of agricultural output, create a need for comprehensive emergency planning, training and exercises. Idaho's diverse topography and widespread population centers do not guarantee that these potential targets will be immune from terrorist attacks. Moreover, it is important to recognize another reality – as our nation improves its homeland security and targets become more difficult to attack, terrorists could look to targets that are less protected. For this reason, Idaho has many challenges in providing response capabilities across the State. However, the State has a number of resources, capabilities, and authorities that can be used to aid in preventing acts of terrorism, as well as responding to, and recovering from, acts of terrorism.

The Idaho Disaster Preparedness Act of 1975 (Chapter 10, Title 46 of the Idaho Code) created the Bureau of Disaster Services and provided for the creation of local organizations for disaster preparedness. According to the Act, it is the policy of the State of Idaho to plan and prepare for disasters and emergencies resulting from natural or man made causes, enemy attack, sabotage or other hostile action. The primary agencies for the State of Idaho's Homeland Security Exercise and Evaluation Program are the Idaho State Bureau of Disaster Services, BDS, and the Idaho State Bureau of Hazardous Materials, BHM. The Bureau of Hazardous Materials is the Point of Contact for the Office of Domestic Preparedness and has sub granted the exercise program to the Bureau of Disaster Services.

Both the Bureau of Disaster Services and the Bureau of Hazardous Materials are part of the Military Division, which is part of the Office of the Governor. Employees of the Bureau of Disaster Services and the Bureau of Hazardous Materials are civilian emergency management specialists specifically trained to coordinate local, state and federal response and recovery disaster operations as a result of major emergencies and disasters. The Adjutant General represents the Governor for the coordination of disaster preparedness, response, recovery, mitigation, and emergency management services and activities of all state agencies.

A concerted national effort ... is based on the principles of shared responsibility and partnership with the Congress, state and local governments, the private sector, and the American people - *The National Strategy for Homeland Security*

The Idaho Bureau of Hazardous Materials heads the State's Homeland Security and hazardous materials response activities. Bill Bishop, the Bureau's Director, is also the State Agency Administrator for the State Homeland Security Grant Program, which funds first responder equipment, planning, training, and exercises for the State Homeland Security program.

The Idaho Bureau of Disaster Services is the lead state agency for coordinating mitigation, preparedness, response and recovery operations in support of the State's local governments in dealing with the effects of natural and man-caused disasters, including terrorism and the potential use of weapons of mass destruction. The Bureau of Disaster Services is tasked with preparing, maintaining and updating the Idaho Emergency Operations Plan, which is based on the principle of "self-help" at each level of government.

Idaho has grouped local authorities and resources into seven geographical areas known as Homeland Security Preparedness districts. The districts were developed to mirror the seven Public Health Districts. The districts promote a regional approach to preparedness and coordination that focuses on population density and social conditions more than the geographic approach used by other state organizations. This will help to get communities to work jointly as a cohesive team. Each district contains its own Exercise Planning Committee that includes, but is not limited to, Law enforcement personnel, Fire personnel, Public Health Care Professionals, Information Security specialists, and Emergency Managers. In order to assure statewide coordination and consistency, there is a core team of seven Regional Coordinators and two state-level coordinators.

The Bureau of Disaster Services will assemble a multi-disciplinary advisory committee to ensure that the exercise program meets the needs of state and local preparatory, response, and recovery organizations. The advisory committee will meet quarterly to review exercise strategies, assess the overall exercise program and make recommendations for changes as necessary to meet state, local, and Department of Homeland Security exercise goals. The committee will serve as a liaison between the exercise program and the state and local response organizations. The advisory committee will consist of representatives from appropriate professional organizations from different geographic areas of the state to include both paid and volunteer personnel. The Bureau of Hazardous Materials will serve as an ad-hoc member of the committee.

The *National Strategy for Homeland Security* characterizes terrorism as any premeditated, unlawful act dangerous to human life or public welfare that is intended to intimidate or coerce civilian populations or governments. This description covers kidnappings; hijackings; shootings; conventional bombings; attacks involving chemical, biological, radiological, or nuclear weapons; cyber attacks; and any number of other forms of malicious violence. Terrorists can be U.S. citizens or foreigners, acting in concert with others, on their own, or on behalf of a hostile state.

This Three-Year Exercise Plan will serve as an important resource for terrorism planning and response authorities throughout the State of Idaho. It provides a three-year strategy with exercise goals, a statewide methodology, a summary of the exercises available, and guidelines that provide a framework for developing each desired exercise. This plan also includes an exercise timeline that will preliminarily schedule Idaho's HSEEP administered exercises for the next three years, based on the State's needs and capabilities. This plan will be managed at the state level and implemented at both the state and regional level.

In accordance with the National Strategy for Homeland Security, the State of Idaho will conduct a minimum of one evaluated statewide functional or full-scale exercise per year.

The State of Idaho's Three-Year Exercise and Evaluation Program shall be re-evaluated on an annual basis by the multi-disciplinary Statewide Exercise Advisory Committee.

II. CURRENT IDAHO HOMELAND SECURITY EFFORTS

In order for Idaho's Three-Year Exercise Plan to be effective, a baseline assessment on the status of statewide homeland security efforts is required to appropriately assess current needs and select exercise options. This assessment *[to be completed by December 31, 2003]* will be structured around Idaho's forty-four counties and its seven Preparedness and Security districts, while also accounting for support provided by the State. This assessment should provide the information necessary to design exercise solutions to the individual needs of the regions or jurisdictions in which they are staged.

This Draft Three-Year Exercise Plan has been prepared as the first step in the planning process, and will serve as the initial planning document used by ODP and the state to begin development of Idaho's HSEEP. Idaho's Final Three-Year Exercise Plan will be based on the results of the assessment, as well as statewide and regional objectives that will support the exercise methodology. The State of Idaho also plans to conduct additional workshops to help define the current State Homeland Security status, refine State-level exercise goals, and finalize the three-year exercise timeline.

The final Idaho Three-Year Exercise Plan will address the exercise needs of each jurisdiction and designated agencies/organizations. Exercises identified in the plan will complement existing plans, equipment, resource allocations, and training. ODP sponsored exercises will provide an opportunity to evaluate community preparedness levels and identify improvement opportunities.

III. EXERCISE PLAN GOALS

Exercise Plan Goals offer a clear understanding to all personnel participating in the exercise program of desired levels of capabilities and accomplishment, while maintaining focus and direction during the statewide effort. The goals are based on current status analysis, identified areas of strength, and areas targeted for improvement. The goals provide a clear understanding of Idaho's approach to strengthening domestic preparedness, as well as an opportunity for measured success throughout the program.

The National Strategy for Homeland Security has created a foundation on which to organize domestic preparedness efforts and programs. The three strategic objectives identified to accomplish this goal are, in order of priority are; to prevent terrorist attacks within the United States, to reduce America's vulnerability to terrorism, and to minimize the damage and recover

from attacks that do occur. Idaho will directly integrate its efforts within the national homeland security community by adopting similar overarching goals for the State, and outlining more refined objectives to focus domestic preparedness activities to best realize measured improvements in preparedness. Additionally, by participating in the national framework, Idaho will be able to maximize opportunities to share best practices and lessons learned with communities of interest throughout the United States.

The Idaho Strategy for Homeland Security and the Idaho Three-Year Exercise Plan has focused on three overarching goals. They are:

- ? Prevent acts of terrorism within Idaho and the region.
- ? Reduce Idaho's vulnerability to terrorism.
- ? Minimize the damage and recovery time from attacks that do occur.

To achieve the overarching goals, Idaho has established the following program goals:

1. Enhance the level of weapons of mass destruction terrorism preparedness for local governments by providing a comprehensive exercise program.
2. Implement concepts, principles, technologies and terminologies of the National Incident Management System (NIMS) at all levels of state and local government.
3. Incorporate broad based regional participation of private, public and governmental entities in later phase exercises to measure composite response capabilities.
4. Utilize a variety of exercises based on realistic threat based scenarios to assess the capabilities, readiness, and vulnerability of the state.
5. Validate and adjust as necessary, the terrorism annex and other supporting parts of the Idaho Emergency Operations Plan (IDEOP), the Idaho Emergency Operations Center (IDEOC) its functions and procedures, as well as local Emergency Operations Plans (EOPs) and Emergency Operations Centers (EOCs) throughout the state.
6. Exercise and validate the policies and procedures for requesting, receiving and integrating, resources and assistance from higher levels of government during an act of terrorism.

IV. EXERCISE METHODOLOGY

The homeland security exercise program will develop exercise delivery methods based upon the needs and limitations of federal, state, and local jurisdictions. Innovative approaches to exercise development, delivery, and evaluation will be incorporated in order to adapt to and overcome challenges communicated by federal, state, and local jurisdictions. This will be accomplished through blending delivery characteristics of various exercise types, incorporating technology, and non-traditional scheduling. The innovative exercise approach will also provide opportunities to deliver narrow scope focused exercises in regularly scheduled meetings and training events at both the state and local level. Narrow scope template exercises will be developed for use by local jurisdictions to further promote this approach.

Exercise activities will be primarily regionally based using the seven preparedness districts for exercise design and development. Each county may elect to host individual exercises in order to build on and prepare for larger scope exercises. Each district shall conduct, annually, a minimum of one tabletop exercise including the participation of multiple entities. Each district shall conduct one functional or full-scale exercise every other year. The state shall perform a minimum of one tabletop exercise per year, in one region. The state shall also conduct an annual functional exercise as mandated by the State Homeland Security Grant Program (SHSGP). The annual functional exercise conducted by the state shall be implemented in one of the state's 7 districts. The location of the state exercise shall rotate from region to region each year.

Homeland security exercises shall be developed using realistic threat based scenarios. The State Homeland Security Grant Program (SHSGP) will provide the foundational direction to this approach. With this approach, community risk, vulnerability, and capability assessments previously facilitated by the Bureau of Hazardous Materials will be taken into account. Exercises will be performed at the local level, the regional level, and the state level.

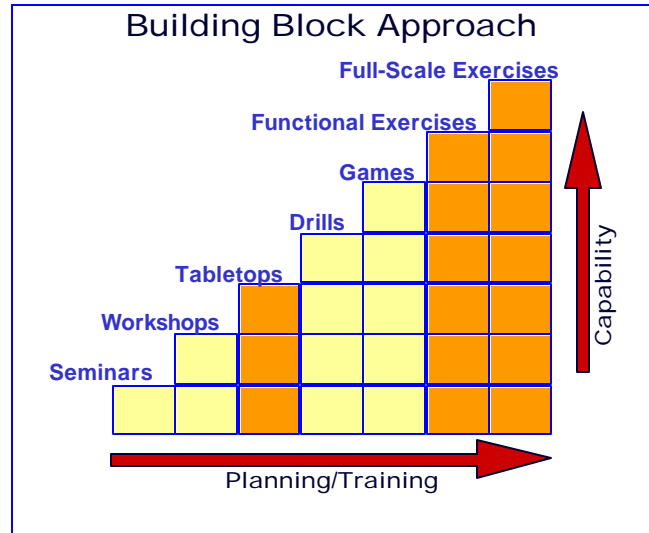
The state will promote the concept of self-help at all exercises conducted at all levels of government. The intent of this approach is to develop residual local exercise design and development capability, while allowing local government to focus their efforts in areas they identify need to be exercised. The state will support this endeavor by providing funds for the staffing of seven exercise planners (one per district). These seven exercise planners will get support from the state's exercise program. The state will also develop a mobile exercise lab to support local, regional and state exercises. The lab will contain various supplies and equipment used to facilitate and conduct exercise activities.

The state's exercise strategy will incorporate sound emergency management principles. These principles include an integrated and comprehensive approach that will incorporate multiple emergency support functions, multiple response disciplines, and participation from state, local, and federal agencies whenever practical. The multi disciplinary intergovernmental exercise strategy will also utilize a progressive exercise pattern using a series of smaller more focused exercises as building blocks to prepare for larger more inclusive exercises. The exercise program will incorporate a variety of exercise methodologies to include, drills, tabletop exercises, functional exercises, and full-scale exercises. Workshops, seminars, and meetings will be conducted in order to plan and prepare for each exercise activity.

Building-Block Approach

The State of Idaho's jurisdictions possess different levels of preparedness regarding terrorism prevention, response, and recovery capabilities. Because of these differences, the Idaho Exercise Plan utilizes a building-block approach in the design of the overall exercise program. The State of Idaho recognizes the necessity of developing strong local capabilities and promotes a program of self-help.

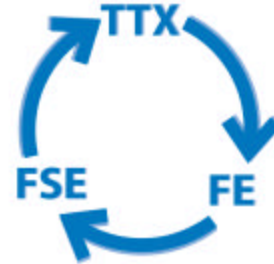
The building-block approach ensures successful progression in exercise design, complexity, and execution, and allows for the appropriate training and preparation to occur in the community conducting the exercise. Using this methodology, Idaho can ensure that the levels of exercise scope, scale, and complexity are tailored to each specific region or jurisdiction within the State, while maintaining a consistent statewide delivery method.



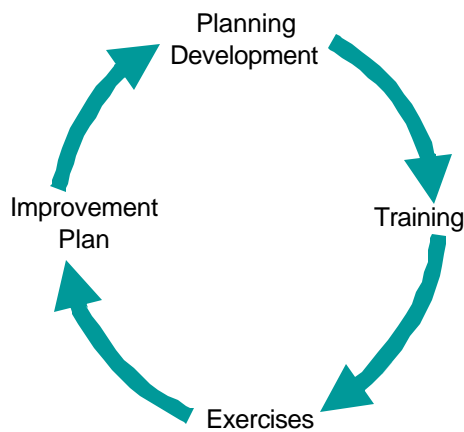
Upon completion of the upcoming state-wide assessment, an exercise baseline will be established for each jurisdiction. Development of the baseline will reflect the current status of plans, policies and procedures, as well as equipment and training. In addition, the exercise baseline will take into account the relevant agencies' and organizations' history and experience working together, both in previous exercises and real-world events. Determining the appropriate exercise baseline is essential to the development of a successful exercise program. Using the building block approach and the cycle of complexity enhances the likelihood for success. The program allows for a logical progression of regional and jurisdictional preparedness by increasing the size, complexity, and stress factor over time, while allowing for significant learning opportunities that complement, build upon, and directly lead into one another effectively. This model remains flexible enough to allow for the addition, or inclusion, of other desired exercise types that the State or jurisdictions may require. The initiating act(s) of terrorism may vary in the statewide exercise process, and as the timeline moves forward, exercises can be developed to reflect increased levels of complexity to more fully understand the elements involved in prevention, response, and recovery. Finally, this exercise model allows for a cyclical approach to statewide exercises, and a sustainable program for achieving higher degrees of overall preparedness for acts of terrorism.

The State and its seven Preparedness and Security districts will utilize a cyclical approach to exercise development. Exercises cannot and should not exist in a vacuum. They should be integrated into an overall preparedness program. On an annual basis the program follows the cycle of:

- ? Planning/Development
- ? Training/Preparation
- ? Exercises
- ? Improvement Plan



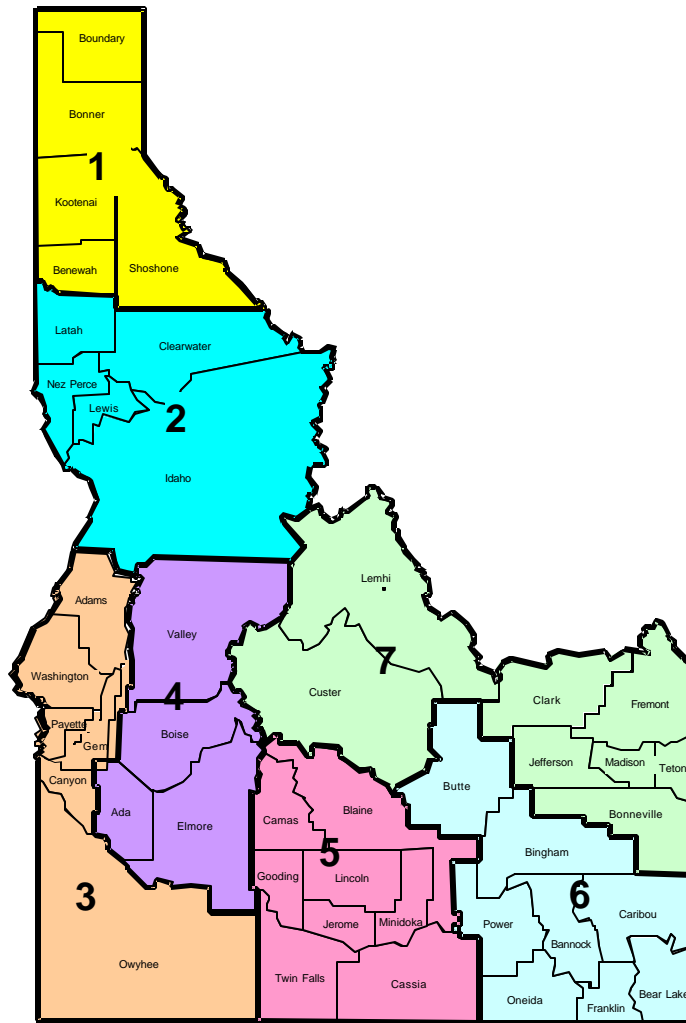
1 Year Cycle



Additionally, the State of Idaho will conduct annual terrorism exercises that can be coordinated with some or all jurisdictions, and/or in conjunction with other states or Federal agencies. The State of Idaho's three-year approach will focus efforts in specific areas, reflecting the findings from the threat and vulnerability analysis. Exercises will be designed and scheduled following the building block approach, with each exercise increasing in scope, scale and complexity. Since each jurisdiction will differ with respect to threat level and capabilities, each jurisdiction will have its own starting point in the three-year cycle. Appendix A summarizes the scope and complexity of each type of exercise. The current schedule of exercises is reflected in the following section (Section V).

Every exercise activity will be evaluated. Exercises will be documented with the Emergency Management Exercise Reporting System (EMERS). EMERS will be used until the Office of Domestic Preparedness releases a new exercise evaluation and reporting system.

Detailed information about the scope, type, and nature of each exercise will be included in the individual program scenario and preliminary design report. Suggestions from both state and local representatives will be taken into consideration to insure that the scheduled exercise activities reflect their collective needs, build on previous exercise experiences, and that innovative approaches are used to maximize the effectiveness of the program after considering all pertinent limitations of federal, state, and local jurisdictions.



District 1	District 2	District 3	District 4	District 5	District 6	District 7
Benewah Bonner Boundary Kootenai Shoshone	Clearwater Idaho Latah Lewis Nez Perce	Adams Canyon Gem Owyhee Payette Washington	Ada Boise Elmore Valley	Blaine Camas Cassia Gooding Jerome Lincoln Minidoka Twin Falls	Bannock Bear Lake Bingham Butte Caribou Franklin Oneida Power	Bonneville Clark Custer Fremont Jefferson Lemhi Madison Teton

Note: Homeland Security Exercise Planning Committees are organized according to the boundaries identified by the seven Public Health Districts in Idaho.

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V. Idaho Three-Year Exercise Timeline

JURISDICTION (state, regional, County)	2003 (Current Year)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
State Region 1												
Health District 1												
Benewah							TTX Quarantine					
Bonner												
Boundary												
Kootenai								TTX Comm.				
Shoshone												
State Region 2											TTX Bio.	
Health District 2												
Clearwater									TTX Bio.			
Idaho									TTX Bio.			

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JURISDICTION (state, regional, County)	2003 (Current Year)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Latah									TTX Bio.			
Lewis									TTX Bio.			
Nez Perce									TTX Bio.			
State Region 3										TTX TBD		TTX TBD
Health District 3												
Adams												
Canyon												
Gem												
Owyhee												
Payette												
Washington												
Health District 4												

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JURISDICTION (state, regional, County)	2003 (Current Year)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Ada												
Boise												
Elmore												
Valley												
State Region 4												
Health District 5												
Blaine												
Camas												
Cassia												
Gooding												
Jerome												
Lincoln												

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JURISDICTION (state, regional, County)	2003 (Current Year)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Minidoka												
Twin Falls												
State Region 5											TTX TBD	
Health District 6												
Bannock												
Bear Lake												
Bingham												
Caribou												
Franklin												
Oneida												
Power												
State Region 6										TTX TBD	TTX TBD	

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JURISDICTION (state, regional, County)	2003 (Current Year)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Health District 7												
Bonneville												
Butte												
Clark												
Custer												
Freemont												
Jefferson												
Lemhi												
Madison												
Teton												

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JURISDICTION (state, regional, County)	2004 (Year One)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
State Region 1												
Health District 1												
Benewah												
Bonner												
Boundary												
Kootenai												
Shoshone												
State Region 2												
Health District 2												
Clearwater												
Idaho												
Latah												

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JURISDICTION (state, regional, County)	2004 (Year One)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Lewis												
Nez Perce												
State Region 3		FUNCT. TBD		FUNCT. TBD	FULL TBD							
Health District 3												
Adams												
Canyon												
Gem												
Owyhee												
Payette												
Washington												
Health District 4												
Ada												

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JURISDICTION (state, regional, County)	2004 (Year One)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Boise												
Elmore												
Valley												
State Region 4		TTX TBD		TTX TBD		FULL TBD						
Health District 5												
Blaine												
Camas												
Cassia												
Gooding												
Jerome												
Lincoln												
Minidoka												

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JURISDICTION (state, regional, County)	2004 (Year One)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Twin Falls												
State Region 5	TTX TBD					FULL TBD						
Health District 6												
Bannock												
Bear Lake												
Bingham												
Caribou												
Franklin												
Oneida												
Power												
State Region 6		FUNCT. TBD	FULL TBD									
Health District 7												

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JURISDICTION (state, regional, County)	2004 (Year One)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Bonneville												
Butte												
Clark												
Custer												
Freemont												
Jefferson												
Lemhi												
Madison												
Teton												

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JURISDICTION (state, regional, County)	2005 (Year Two)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
State Region 1												
Health District 1												
Benewah												
Bonner												
Boundary												
Kootenai												
Shoshone												
State Region 2												
Health District 2												
Clearwater												
Idaho												
Latah												

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JURISDICTION (state, regional, County)	2005 (Year Two)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Lewis												
Nez Perce												
State Region 3												
Health District 3												
Adams												
Canyon												
Gem												
Owyhee												
Payette												
Washington												
Health District 4												
Ada												

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JURISDICTION (state, regional, County)	2005 (Year Two)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Boise												
Elmore												
Valley												
State Region 4												
Health District 5												
Blaine												
Camas												
Cassia												
Gooding												
Jerome												
Lincoln												
Minidoka												

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JURISDICTION (state, regional, County)	2005 (Year Two)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Twin Falls												
State Region 5												
Health District 6												
Bannock												
Bear Lake												
Bingham												
Caribou												
Franklin												
Oneida												
Power												
State Region 6												
Health District 7												

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JURISDICTION (state, regional, County)	2005 (Year Two)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Bonneville												
Butte												
Clark												
Custer												
Freemont												
Jefferson												
Lemhi												
Madison												
Teton												

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JURISDICTION (state, regional, County)	2006 (Year Three)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
State Region 1												
Health District 1												
Benewah												
Bonner												
Boundary												
Kootenai												
Shoshone												
State Region 2												
Health District 2												
Clearwater												
Idaho												
Latah												

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JURISDICTION (state, regional, County)	2006 (Year Three)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Lewis												
Nez Perce												
State Region 3												
Health District 3												
Adams												
Canyon												
Gem												
Owyhee												
Payette												
Washington												
Health District 4												
Ada												

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JURISDICTION (state, regional, County)	2006 (Year Three)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Boise												
Elmore												
Valley												
State Region 4												
Health District 5												
Blaine												
Camas												
Cassia												
Gooding												
Jerome												
Lincoln												
Minidoka												

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JURISDICTION (state, regional, County)	2006 (Year Three)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Twin Falls												
State Region 5												
Health District 6												
Bannock												
Bear Lake												
Bingham												
Caribou												
Franklin												
Oneida												
Power												
State Region 6												
Health District 7												

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JURISDICTION (state, regional, County)	2006 (Year Three)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	January	February	March	April	May	June	July	August	September	October	November	December
Bonneville												
Butte												
Clark												
Custer												
Freemont												
Jefferson												
Lemhi												
Madison												
Teton												

VI. PROGRAM MAINTENANCE AND EVALUATION

Carrying out a successful terrorism exercise program requires that all jurisdictions throughout the State participate in exercises and support the statewide goals and preparedness mission. Exercise program maintenance depends on finding ways of making the program sustainable. The overall exercise program will be unsuccessful if exercises are conducted independently of each other. They must be integrated into overall preparedness efforts and evaluation and improvement efforts should be built into planning, training, and exercising efforts to assure sustainability. The State of Idaho supports ODP and the nation's efforts to augment preparedness by establishing an exercise program that incorporates evaluation and improvement components into planning.

In order to get the maximum benefit out of an exercise, planners and evaluators must look at how participants implemented plans and made decisions in response to the event. This should focus on positive outcomes, as well as areas for improvement. The evaluation results should be viewed by the participating agencies and jurisdictions as an opportunity to identify ways to build on strengths and improve capacity. Because planning and conducting an exercise requires a significant commitment of resources, it is important to maximize the benefits gained from the exercise through the evaluation and improvement process.

The goal of exercise evaluation is to validate strengths and identify improvement opportunities for the participating organization(s). This is accomplished by: observing the exercise and collecting supporting data; analyzing the data to compare performance against expected outcomes; and determining what changes need to be made to the procedures, plans, staffing, equipment, organizations, and inter-agency coordination. The focus of the evaluation for tabletop and other discussion-based exercises is on plans, policies, and interagency/ inter-jurisdictional relationships, whereas the focus for operations-based exercises is on assessing performance in preventing or responding to a simulated attack.

Evaluation Components

After Action Reports (AARs) and Improvement Plans (IPs) provide valuable input into strategy development and program planning at the State and Federal levels, as well as lessons learned that should be shared with other jurisdictions across the country to raise the preparedness of the nation. Therefore, ODP and the State of Idaho will require that copies of the AAR/IP for all exercises implemented with grant funds and/or ODP contractor support be forwarded to the State Administrative Agency (SAA) and to ODP.

1.0 After Action Reports (AAR): An AAR provides a description of what happened during the exercise, issues that need to be addressed, and recommendations for improvements. There are different methods for compiling information for the AAR; however all should contain certain key elements. Key elements include:

1.1 Date, time, and place of exercise

1.2 Type of exercise – (e.g., tabletop, functional, or full-scale)

1.3 Focus of the exercise – Is it oriented toward prevention, response, or recovery from a terrorism event? What initiating event is being highlighted?

1.4 Participants - Who were the participants, how many were there, what agencies were involved, what type of responders or officials were involved in the play

1.5 Objectives – Exercises should be based on objectives exercise participants need to accomplish in order to improve preparedness as opposed to scenarios they want to play out. For example, if a community feels that evaluating notification systems between hospitals and EMS then emphasizing this response element should be incorporated into the scenario.

1.6 Discussions or Observations with Corresponding Recommendations – Discussions are those summarized by evaluators for a discussion-based exercise. Observations are those captured by evaluators for operations-based exercises. These discussions or observations should be broken down functionally (e.g., law enforcement, incident command, medical response, etc.) in the AAR and for each issue discussed or observed (e.g. gross decontamination, agent identification, surveillance procedures), there should be corresponding recommendations included that help discern lessons learned from the exercise.

1.7 Lessons Learned – Lessons learned are knowledge gained from an innovation or experiences that provide valuable evidence?positive or negative?recommending how to approach a similar problem in the future. Lessons learned are not just summaries of what went right or wrong, rather, they should provide insight into the situation to describe a change that was made to address a particular issue. More broadly, these lessons should be suitable to share with other jurisdictions across the State and the country in an effort to enhance preparedness. Although every finding and recommendation that comes out of the analysis process may result in lessons learned for the participating jurisdictions, it is those that may have applicability to other jurisdictions that should be highlighted as lessons learned in the AAR.

1.8 Principle Findings or Significant Observations - Principle findings are the most important issues discerned from a discussion based exercise. Significant observations are the most important observations recognized by one or more evaluators during an operations-based exercise. These generally cut across functional disciplines or are areas within a function that are found to be extremely important for elevating preparedness in a community, region, or the State overall. These often directly tie back to the objectives for the exercise.

2.0 Improvement Plans (IPs): As mentioned above, the AAR will provide a picture of the response with the exercise participants and community leaders so that everyone can understand what was planned to happen, what actually happened during the exercise, why it happened, and what could have been done differently to improve performance.

The IP is the means by which the lessons learned from the exercise are turned into concrete, measurable steps that result in improved response capabilities. It will be developed by the local jurisdiction. When complete, it specifically details what actions will be taken to address each recommendation presented in the draft AAR, who or what agency(s) will be responsible for taking the action, and the timeline for completion.

The IP should be realistic and should establish priorities for the use of limited resources. Every effort should be made to address recommendations related to performance of critical tasks. Other recommendations should also be addressed, as appropriate. When the availability of resources may not be immediate, short-term and long-term solutions should be discussed. For example, if one of the recommendations identified the need to improve communications among the various city agencies and the jurisdiction determines that new equipment is needed. However, they are not likely to receive needed funds from the jurisdiction or to be a high priority for funding from the State this year. Therefore, the IP should indicate that the emergency management agency will request funds to purchase new equipment and will also implement interim measures to improve communication in the short term, such as providing cell phones to essential personnel. In this fashion IPs can serve as the basis for future State Assessments.

NOTE: More detailed templates and tools for capturing exercise evaluation information are available in *HSEEP Volume II: Exercise Evaluation and Improvement*.

Sharing Lessons Learned

The goals and benefits of sharing the AAR/IP are several:

- ? The AAR/IP should be shared with officials from the agencies that participated in the exercise. For local jurisdictions the IP will provide a workable and systematic process to initiate and document improvements to plans, policies, and procedures and to identify and secure needed training, equipment and other resources. It is developed by local officials to address local needs.
- ? For the State of Idaho and the SAA, the AAR/IPs provide a method for collecting information about corrective actions from local governments and state agencies so the needs identified can be integrated into statewide strategy and resource allocation process.
- ? For ODP, the AAR/IPs provide needed information for program planning, to direct resources, and to assess levels of preparedness. This information will also enable ODP to provide DHS and Congress accurate information on HSEEP performance as executed by federal, state, and local agencies and a basis for integrating HSEEP initiatives with other programs in ODP, DHS, and other departments. The AAR/IPs also provide information that can inform the development and refinement of performance standards and recommended practices and enhance federally sponsored training programs.

ODP will provide information on best practices and lessons-learned to the Memorial Institute for the Prevention of Terrorism (MIPT), who is charged with maintaining a national repository for this information. MIPT will make this information available to first responders and emergency

planners nationwide via Ready-Net, a secure, Web-based information network. Access to Ready-Net is restricted to approved users within the response community through the ODP secure portal. The MIPT Ready-Net is funded by ODP and will be available in the summer of 2003.

3.0 Exercise Plan Review: On an annual basis, ODP will meet with State of Idaho exercise planners and the Advisory committee to review the Three-Year plan. The primary purpose of this review is to ensure that the goals and objectives of the plan are meeting the current needs of the state and its jurisdictions. Any required changes to the plan (this document) will be made at this time.

Beyond an annual review, the state and/or its jurisdictions will conduct periodic reviews of the exercise schedule. Numerous factors can impact a projected exercise schedule and changes to the schedule are expected. The state may update the plan if warranted quarterly with the input of the Advisory committee. In order to minimize reporting requirements on the state, updates to the exercise schedule will coincide with the *Program Progress Reports* for the ODP Grant Program. Specifically, updates to the exercise schedule will be due bi-annually: within 30 days after June 30 and December 31.

VII. SUMMARY

The State of Idaho is moving forward with considerable effort to better protect and prepare its citizens against the threat of terrorism. The development of the State of Idaho Three-Year Exercise Plan enables Idaho to serve as a nationwide model for domestic preparedness by providing comprehensive preparedness initiatives throughout the State. The Three-Year Exercise Plan was developed in accordance with standards and guidance set forth by DHS, ODP and will serve the State of Idaho in all ODP-sponsored exercises for the next three years.

APPENDIX A EXERCISE TYPES¹

Following are descriptions of the various exercise types provided in HSEEP Volume I: Overview and Doctrine.

Seminars

Seminars are generally employed to orient participants to, or provide an overview of, authorities, strategies, plans, policies, procedures, protocols, response resources, or concepts and ideas. Seminars provide a good starting point for jurisdictions that are developing or making major changes to their plans and procedures. They offer the following attributes:

- ? Low-stress environment employing a number of instruction techniques, such as lectures, multimedia presentations, panel discussions, case study discussions, expert testimony, and decision support tools
- ? Informal discussions led by a seminar leader
- ? Atmosphere that is not constrained by real-time portrayal of events
- ? Effectiveness with both small and large groups

Workshops

Workshops usually focus on development of a product by the attendees. Organization of attendees into functional groups, aided by facilitators and the use of breakout sessions, are common. Final results are often presented and approved in a plenary session. In conjunction with exercise development, workshops are most useful in planning specific aspects of exercise design, such as:

- ? Determining program or exercise objectives
- ? Developing exercise scenario and key events listings
- ? Determining evaluation elements and standards of performance

Drills

A drill is a coordinated, supervised activity usually employed to test a single specific operation or function in a single agency. Drills are commonly used to provide training in the use of new equipment, to develop or test new policies or procedures, or to practice and maintain current skills. Typical attributes include:

- ? A narrow focus, measured against established standards
- ? Instant feedback
- ? Realistic environment
- ? Performance in isolation
- ? Performance as a subset of full-scale exercises (FSEs)

¹ *Homeland Security Exercise and Evaluation Program, Volume 1: Overview and Doctrine*, U.S. Department of Homeland Security, Office for Domestic Preparedness, January 2003.

Games

A game is a simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or assumed real-life situation. It does not involve the use of actual resources, but the sequence of events affects, and is in turn affected by, the decisions made by the players.

Players are commonly presented with scenarios and asked to perform a task associated with the scenario episode. Each episode then moves to the next level of detail or complexity, taking into account the players' earlier decisions. The decisions made by game participants determine the flow of the game. The goal is to explore decision-making processes and the consequences of decisions. In a game, the same situation can be examined from different perspectives by changing variables and parameters that guide player actions. Large-scale games are multijurisdictional and can include active participation from local to national levels of government. Games stress the importance of the planners' and players' understanding and comprehension of interrelated processes.

With the evolving complexity and sophistication of current simulations, there are increased opportunities to provide enhanced realism for game participants. The use of computer-generated scenarios and simulations can provide a more realistic and time-sensitive method of introducing situations for analysis. Planner decisions can be input and models run to show the effect of decisions made during a game. Games are excellent vehicles for the following:

- ? Gaining policy or process consensus
- ? Conducting "what-if" analyses of existing plans
- ? Developing new plans

Tabletop Exercises

Tabletop exercises (TTXs) involve senior staff, elected or appointed officials, or other key staff in an informal setting to discuss simulated situations. This type of exercise is intended to stimulate discussion of various issues regarding a hypothetical situation. It can be used to assess plans, policies, and procedures, or to assess the types of systems needed to guide the prevention of, response to, and recovery from the defined event. TTXs are typically aimed at facilitating the understanding of concepts, identifying strengths and shortfalls, and/or achieving a change in attitude. Participants are encouraged to discuss issues in depth and develop decisions through slow-paced problemsolving, rather than rapid, spontaneous decisionmaking that occurs under actual or simulated emergency conditions. In contrast to the scale and cost of exercises and games, TTXs can be a cost-effective tool when used in conjunction with more complex exercises. The TTX's effectiveness is derived from the energetic involvement of participants and their assessment of recommended revisions to current policies, procedures, and plans.

There are two categories of TTXs: basic and advanced. In a basic TTX, the scene set by the scenario materials remains constant. The scene describes an event or emergency incident, and brings participants up to the simulated present time. Players apply their knowledge and skills to a list of problems presented by the leader/moderator. Problems are discussed as a group, and resolution is generally agreed upon, and then summarized by the leader. In an advanced TTX,

play revolves around delivery of prescribed messages to players that alter the original scenario. The exercise controller (moderator) usually introduces problems one at a time, in the form of a written message, simulated telephone call, videotape, or other means. Participants discuss the issues raised by the problem, using appropriate plans and procedures. Activities in a TTX may include:

- ? Practicing group problemsolving
- ? Familiarizing senior officials
- ? Conducting a specific case study
- ? Examining personnel contingencies
- ? Testing group message interpretation
- ? Participating in information sharing
- ? Assessing interagency coordination
- ? Achieving limited or specific objectives

Functional Exercises

The functional exercise (FE) is designed to test and evaluate individual capabilities, multiple functions or activities within a function, or interdependent groups of functions. It is generally focused on exercising the plans, policies, procedures, and staffs of the direction and control nodes of Incident Command and Unified Command. Events are usually projected through an exercise scenario, with event updates that drive activity at the management level. The movement of equipment and personnel is simulated.

The objective of the FE is to execute specific plans and procedures and apply established policies, plans, and procedures under crisis conditions, within a particular function or by a specific team. The FE simulates the reality of operations in a functional area by presenting complex and realistic problems that require rapid and effective responses by trained personnel in a highly stressful environment. Activities in an FE include:

- ? Evaluating functions
- ? Evaluating EOCs, headquarters, and staff
- ? Reinforcing established policies and procedures
- ? Measuring the adequacy of resources
- ? Examining interjurisdictional relationships

Full-Scale Exercises

In a full-scale exercise (FSE), response elements are required to mobilize and deploy to a designated site or locate in response to a simulated attack, generally for an extended period. Actual mobilization and movement of personnel and resources are required to demonstrate coordination and response capability. EOCs and field command posts are activated. The FSE is the largest, costliest, and most complex exercise type and may involve participation at the State, local, regional, and Federal levels. Although prescribed events may be used, the exercise is primarily driven by player actions and decisions.

The FSE is used to evaluate the operational capabilities of systems, functional interfacing, and interaction during an extended period. It involves testing a major portion of operations plans and overall organization under field conditions. Activities in an FSE may include:

- ? Assessing organizational or individual performance
- ? Demonstrating interagency cooperation
- ? Allocating resources and personnel
- ? Assessing equipment capabilities
- ? Activating personnel and equipment locations
- ? Assessing interjurisdictional cooperation
- ? Exercising public information systems
- ? Testing communications systems and procedures
- ? Analyzing memoranda of understanding (MOUs), standard operating procedures (SOPs), plans, policies, and procedures